



# County of Los Angeles CHIEF EXECUTIVE OFFICE

713 KENNETH HAHN HALL OF ADMINISTRATION  
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WILLIAM T FUJIOKA  
Chief Executive Officer

March 25, 2008

Board of Supervisors  
GLORIA MOLINA  
First District

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Second District

ZEV YAROSLAVSKY  
Third District

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Fourth District

MICHAEL D. ANTONOVICH  
Fifth District

The Honorable Board of Supervisors  
County of Los Angeles  
383 Kenneth Hahn Hall of Administration  
Los Angeles, California 90012

Dear Supervisors:

## **COUNTYWIDE GANGS AND VIOLENCE REDUCTION STRATEGY (ALL AFFECTED) (3 VOTES)**

### **IT IS RECOMMENDED THAT YOUR BOARD:**

1. Approve the Gangs and Violence Reduction Strategy proposed in response to your May 8, 2007, motion. The strategy seeks to reduce gangs and violence through a comprehensive approach based on the following efforts:
  - Coordinated and integrated delivery of County resources that maximizes initial County contact with youth and families;
  - School-centric prevention strategies for families and youth who are not gang involved or affiliated;
  - Specialized intervention strategies for those individuals who exhibit risk factors for hardcore gang membership or are gang affiliated;
  - Reentry and reintegration strategies for ex-offenders returning to the community; and
  - Targeted suppression strategies geared towards the most virulent gangs and offenders.

The ultimate goal of the initiative will be the creation of a prevention and intervention model aimed at individuals, families and communities, and that targets and remediates the risk factors associated with gang involvement and juvenile delinquency.

2. Authorize the Chief Executive Office (CEO) to recommend sites in Los Angeles County as demonstration sites for the implementation of the Gang Reduction Strategy.
3. Instruct the Auditor-Controller (A-C) to perform a comprehensive audit and review all youth and family services with the purpose of itemizing current programs, program function and cost, and potential gaps in services with the aforementioned becoming the basis for a subsequent qualitative evaluation of programs. Further, instruct the A-C to report back to the CEO within 120-days.
4. Authorize the CEO to commence a six (6) month planning phase where both information and data are collected. This will include a ground level analysis of community conditions with community members and initiative partners that will foster trust and support for the strategy. At the conclusion of the planning phase, the CEO will produce a fiscal and legal impact analysis that will detail the program concept and include the development of statistical and evaluative tools that will be used to measure the outcomes of the programs and to determine how programs might be replicated and sustained
5. Instruct the Countywide Criminal Justice Coordination Committee (CCJCC), in concert with the CEO, to form a committee comprised of both County department representatives and representatives from non-County agencies to serve as the coordinating body for the Gang Strategy Initiative and name the CEO or his designee(s) as the chair.
6. Approve the addition of 1.0 ordinance and budgeted positions at the Principal Analyst, CEO level to staff the CEO's Countywide Gangs and Violence Reduction Strategy Team, and interim authority to fill the position, for the remainder of the 2007-08 fiscal year, under Section 6.06.020(B)(1) of the County Code. This position will be included in the fiscal year 2008-09 Proposed Budget request of the Chief Executive Office.
7. Authorize the CEO to enter into contractual agreements with consulting agencies to provide technical assistance during and throughout the planning phase, with a total maximum contract amount of \$500,000.

### **PURPOSE/JUSTIFICATION OF RECOMMENDED ACTION**

On May 8, 2007, your Board directed the Chief Executive Officer (CEO) to: work with the CCJCC and key County departments and commissions; identify additional collaborating partners from other municipal, State, and federal jurisdictions and/or agencies; review the findings and recommendations in the Advancement Project Report, the Mayor's Gang Reduction Strategy and the Sheriff's Report; and address the crisis of gang violence in our County through the coordination of services provided by social service, public safety, and juvenile justice agencies.

Furthermore, the CEO was directed to develop a comprehensive implementation plan including review of CCJCC's final gang funding report to produce a cost analysis to successfully implement the plan, and report back to your Board for final review and approval within 120 days. Based on the complexities involved in developing a long-term sustainable plan, an additional 120 day extension was requested and granted.

The CEO convened a Steering Committee of the following stakeholders: Sheriff Leroy Baca, Los Angeles Police Department Chief William Bratton, Los Angeles County Office of Education Superintendent Darline Robles, Los Angeles Unified School District Superintendent David Brewer, District Attorney Steve Cooley, County Police Chiefs Association Donald Pederson, City of Los Angeles Deputy Mayor Reverend Jeff Carr, and the Advancement Project. This committee was formed to assist the CEO in the development of a vision for the entire County that involves the varying stakeholders and seeks their consensus. To date, the Steering Committee has met several times to outline a vision for a collaborative effort.

We anticipate convening additional stakeholders including representatives from the following County departments: Children and Family Services, Fire Department, Mental Health, Probation, Public Health, Public Social Services, as well as the following County committees, Children's Planning Council, Education Coordinating Council, CCJCC and other key County and non-County agencies in the event our recommendations are accepted. These stakeholders will comprise a subject matter expert operational team that will ensure that existing County and non-County projects and resources will be effectively utilized, coordinated and integrated into any proposed gang strategy (Attachment 1).

## **Interim Report**

The original Board motion focused exclusively on the crisis of gang violence. The level of gang violence in Los Angeles County and entrenched culture surrounding that violence requires a shift from the current uncoordinated, mass incarceration, service-delivery focus to a strategically coordinated, comprehensive and integrated public health, prevention, and suppression model. The public health model addresses the multiple levels of risk and resiliency of individuals, families and communities, by coordinating effective County and other initiatives already operating on the ground. In doing so, multiple sectors including government, schools, business, community-based organizations, law enforcement, faith-based institutions, and grassroots efforts come together under a single strategic public health action plan that has specific measures for documented healthy outcomes and strategies for their achievement.

The County has a unique relationship with many of the communities affected by gangs and gang violence. These communities, suffering from a host of socio-economic issues as well, are often most in need of County services. Though these communities often receive a disproportionate amount of County resources, those resources are often delivered in an uncoordinated manner. This lack of coordination ensures that County efforts are not maximized and that initial contacts with families are not fully optimized. It is not uncommon for families receiving services from the Department of Public Social Services to also be receiving services from the Probation Department as well as the Department of Mental Health. But, because departments may not know that families are engaged with other County departments or understand the opportunity to leverage oversight and support, no integrated and comprehensive County engagement occurs. This lack of coordination is further compounded by no formal mechanism for County departmental data sharing. There is no current information infrastructure that allows County departments to share client information or better coordinate and leverage the resources that are being provided.

After careful critical analysis and review of all three plans and the County's current service delivery models, it is clear that there are challenges for the Los Angeles region to adequately address the gang violence issue. Lack of coordination, communication, collaboration, standardized data and programmatic standards, funding and clear attainable and measurable outcomes have limited the impact of existing efforts.

The reports reviewed propose innovative comprehensive strategies that are based on the following common principles:

- 1) School-centric/community-centric prevention strategies for the majority of families and youth who are not gang involved or affiliated;
- 2) Specialized intervention strategies for those individuals who exhibit risk factors for hardcore gang membership or are gang affiliated;
- 3) Reentry and reintegration strategies for ex-offenders returning into the community; and
- 4) Targeted suppression strategies geared towards the most virulent gangs and offenders. When simultaneously implemented and when sufficient community involvement and engagement has occurred, these form a foundation for a public health approach towards the reduction of gangs and violence that takes into account the multiple individual, family and environmental vectors that sustain gangs and gang violence.

Additionally, this public health approach considers the unique relationship the County has with communities affected by gangs and gang violence and seeks to integrate a coordinated County service delivery system into the approach. Consequently, while this report answers the specific mandate of the Board motion to address gang violence, the proposed solutions will reflect the need to broaden that focus beyond gangs and violence.

Though recent news reports detail a significant reduction in gang crime, there has been little change in the ecology that nourishes gangs and gang violence. A 2004 California Attorney General study of 20 Los Angeles gang homicides concluded that, "what truly sets Los Angeles apart from the remainder of California is...a specific milieu that has fostered the development of a violent gang culture unlike any other in the state." After 20 years, this has become what criminologists classify as an entrenched youth gang violence epidemic caused by the 8 percent of gang members who commit the vast majority of gang violence. A sustained reduction in gang violence and gang membership will require efforts that address the cultural norms that have encouraged and fostered gangs and gang violence.

## **Objectives**

Again, the CEO has identified the reduction of gang violence and particularly, gang membership as paramount to any long-term sustained reduction in violence in Los Angeles County.

To accomplish this, the following objectives must be achieved:

- Establish a multi-jurisdictional platform for coordination, data sharing and collaboration for suppression, prevention, and intervention efforts throughout the County;
- Identify two demonstration sites for implementation of a school-centric/community-centric comprehensive strategy;
- Design a gang and violence reduction strategy that complements and incorporates on-going County and city initiatives;
- Determine fiscal needs after thorough evaluation of existing resources including alignment of new and existing resources towards an integrated strategy;
- Integrate evaluation measures and protocols based on research and evidence-based practices from the inception of plan throughout long-term implementation; and
- Develop long-term sustainability plans prior to inception to ensure stability and community support.

### **Action Plan**

The CEO will commence a planning phase. During the planning phase, the CEO's office will manage and coordinate a broad array of information and data as well as oversee an operations committee with representatives from the Steering Committee agencies, additional County department representatives, university-based experts, community and faith-based organizations, and other private policy entities, with the intent of accomplishing both a data-driven and ground level analysis of community conditions with community members that will foster community trust and support for the initiative. The CEO will also review and catalogue County projects and initiatives whose goals or aim is related to reductions in gangs and violence and integrate those programs into the gang strategy plan. This process will require a thorough audit of all County departments and entities to determine current resources devoted to the development of youth, families and communities (Attachment 2).

The elements of this community assessment include not only mapping of demographic, crime and risk factor data, but also a series of interviews and focus groups with various stakeholders in the community, including: law enforcement, school leadership and community and faith-based organizations. Additionally, both formal and informal community leadership structures will be engaged and reviewed. The planning phase will result in a strategic action plan for each of the demonstration sites that will guide the implementation of a Gangs and Violence Reduction Strategy. Simultaneously, the CEO will seek the assistance of a team

of subject-matter experts who will formulate research and evaluation parameters, to be implemented following the planning phase.

Also, during the planning and assessment phase, the CEO will begin the coordination of three efforts. These efforts, while significantly impacting the efficacy of the gang strategy initiative, will also be stand alone projects with outcomes and measures independent of the planning phase, in the event your Board decides to take no further action at the conclusion of the planning phase.

The proposed efforts are:

- Assist in the development of a pilot Day Reporting Center (DRC). DRC's represent a new approach to service delivery to both offenders and those most at risk to offend. In lieu of incarceration, offenders are allowed to report to a center, where a host of resources are co-located and made available to them. DRC's have also been used as assessment centers for at-risk youth, often detained by law enforcement for truancy or other non-criminal behavior.
- Assist in the development of a technology solution that allows both County and non-County agencies to share information and better coordinate the use of resources to be piloted in the demonstration sites.
- Lead an effort to coordinate and maximize the delivery of County resources to families and communities. Building upon the efforts and best practices of organizations such as the New Directions Task Force, CCJCC and Interagency Operations Group and others, the CEO will review County departmental practices to ensure that initial contacts with individuals and families is comprehensive, holistic and maximizes the engagement opportunity.

At the conclusion of the planning phase, the CEO will produce a fiscal and legal impact analysis that will detail the program concept. This analysis will evaluate adequacy and possible realignment of existing resources identified as necessary to the implementation process. The CEO will identify any legal ramifications and research potential liability as a result of demonstration site implementation. The analysis will consider the need and practical opportunity for maximizing current county resources and the assessment of missed engagement opportunities by County departments and programs. The analysis will also include the development of statistical and evaluative tools that will be used to measure the outcomes of the programs and to determine how programs might be replicated and sustained. Furthermore, the CEO will identify any funding requirements.

## **IMPLEMENTATION OF STRATEGIC PLAN GOALS**

The requested Board actions are consistent with the Countywide Strategic Plan Goal 1: Service Excellence – provides the public with easy access to quality information and services that are beneficial and responsive; Goal 2: Workforce Excellence – enhances the quality and productivity of the County workforce; Goal 3: Organizational Effectiveness – ensures that service delivery systems are efficient, effective and goal-oriented; Goal 5: Children and Families' Well-Being – improves the well-being of children and families in Los Angeles County; Goal 6: Community Services – improves the quality of life for residents of Los Angeles County's unincorporated communities by offering coordinated services responsive to each community's specific needs; and Goal 8: Public Safety – increases the safety and security of all residents in Los Angeles County through well-coordinated and comprehensive response plans.

## **FISCAL IMPACT**

The CEO has recommended the creation of a Gang Strategy Team comprised of four (4) positions to coordinate and implement the Gangs and Violence Reduction Strategy. The CEO is requesting funding for one new position and will seek additional staffing support from County departments. Under the direction of the Deputy CEO, Public Safety, these positions will provide the staffing infrastructure necessary to carryout the proposed elements of the strategy as well as transition from the planning phase seamlessly, into an action and implementation phase (Attachment 3).

Additionally, the CEO has requested a one time appropriation of \$500,000 for consulting services to seek the assistance of several organizations and individuals who have recognized expertise in this area, including local universities and academic institutions, independent policy organizations, gang intervention specialist, and community based organizations.

## **CONCLUSION**

This initiative represents an opportunity for the County to realize several efforts that signal infrastructural and systemic change with impacts that go far beyond gangs and gang violence. As a result of the planning phase and the assessment of both community capacity levels and County service and capacity levels, we will have a more complete picture of the two demonstration site communities and their engagement and involvement levels as well as their specific needs along with a blueprint for leveraging County resources with initiative partners. The assessments will also provide information needed to more comprehensively service communities and realign County resources where necessary.



Throughout this planning phase, emphasis will be placed on the developed of strategies that are sustainable and replicable.

The necessary review of County service delivery model with an emphasis on maximizing the contact opportunities and the development of an information platform will bring the County closer to a service delivery model that truly has no wrong door. The entrenched nature of gangs, in certain communities in the County, dictates that our responses consider the entire individual and family environment. Those responses will only be fully realized through a collaborative and effective partnership with municipal agencies, school districts, community and private organizations.

Respectfully submitted,



WILLIAM T FUJIOKA  
Chief Executive Officer

WTF:SRH:RDC  
JW:VH:yjf

Attachments

C: Sheriff's Department  
Children and Family Services Department  
Countywide Criminal Justice Coordination Committee  
Fire Department  
Mental Health  
Probation  
Public Health  
Public Social Services  
Children's Planning Council  
Education Coordinating Council

## Gang Strategy Subcommittee Composition

### **County Departments**

1. Community and Senior Services
2. Children and Family Services
3. District Attorney
4. Health Services
5. Mental Health
6. Office of Education
7. Parks and Recreation
8. Probation
9. Public Defender
10. Public Health
11. Public Social Services
12. Sheriff's Department

### **County Commissions**

13. Community Development Commission
14. Children's Planning Council
15. Children and Families
16. Human Relations Commission
17. Education Coordinating Council
18. Countywide Criminal Justice Coordination Committee

### **Non-County Agencies**

19. City of Los Angeles, City Council
20. City of Los Angeles, Community Development Department
21. City of Los Angeles, Human Relations Commission
22. City of Los Angeles, Office of the Mayor
23. City of Los Angeles, Parks and Recreation
24. City of Los Angeles, Police Department
25. Los Angeles County Police Chief's Association
26. Los Angeles Unified School District
27. Independent Cities Association
28. Violence Prevention Coalition of Greater Los Angeles
29. City of Long Beach Youth and Gang Violence Prevention Task Force
- 30.

### **State Agencies**

31. Los Angeles Superior Court - Juvenile Department

### **Community Representatives**

- 32.
- 33.
- 34.
- 35.

## ASSESSMENT TIMELINE

ASSESSMENT ELEMENT	LEAD PARTICIPATING AGENCIES	COMPLETION TIME
<ul style="list-style-type: none"> <li>Degree to which girls participate in gangs</li> <li>Child trauma levels including PTSD rate</li> <li>Identification of gang association by youth taken from California Healthy Kids Survey.</li> </ul>		
Detailing of physical, economic, and social neighborhood conditions that fuel gang violence including a community engagement process to have residents and families identify ground-level public safety issues.	Service Integration Branch, Children's Planning Council, LAC Probation, CEO	60 Days
Measuring the capacity of existing prevention and intervention services in the area including but not limited to mental health, health, social services, education, substance abuse treatment, youth development, job training and placement, gang intervention, re-entry, preschool, after school, and recreational opportunities.	CEO, CCJCC, LAUSD, LACOE, Public Health	60 Days
Defining the gap between the needs of the target population and existing service capacity both in terms of quantity and quality of services as well as the types of services and coordination among them and with targeted suppression measures.	CEO, CCJCC, Service Integration Branch	120 Days
Assessing the level of coordination and collaboration among key City, County, State and Federal agencies and schools operating within the area.	CEO, Consultants	120 Days
Identifying and assessing the capacity of civic, faith based, youth and business leadership in the area	CEO, CCJCC, Consultants	90 Days

## ASSESSMENT TIMELINE

ASSESSMENT ELEMENT	LEAD PARTICIPATING AGENCIES	COMPLETION TIME
<p>An evaluation of crime, violence, and gang activity in the community including numbers of gangs, gang dynamics, and group processes of individual gangs by law enforcement. Collaboration with gang intervention workers that operate in the community would be highly recommended. In the alternative, a parallel assessment by gang intervention workers would be needed. Evaluation to also consider crime on school campuses.</p>	<p>LAC Sheriff's Department, LA City Police Department, LAC Probation, CCJCC, CEO,</p>	<p>90 Days</p>
<p>Mapping of demographic profiles that include the following indicators:</p> <ul style="list-style-type: none"> <li>• Levels of general and gang related crime and violence per capita</li> <li>• Levels of poverty and chronic joblessness</li> <li>• Levels of educational attainment</li> <li>• Number of youth and young adults involved in the probation or foster care systems</li> <li>• Population density</li> <li>• Academic Performance Index scores of high schools and drop-out rates</li> <li>• Number of out-of-school, out-of-work youth</li> <li>• Number and types of gangs</li> <li>• Incarceration, parole, and probation rates</li> </ul>	<p>CEO, LACOE, Probation. LACOE, LAUSD</p>	<p>120 Days</p>

## COUNTY OF LOS ANGELES

## REQUEST FOR APPROPRIATION ADJUSTMENT

DEPARTMENT OF CHIEF EXECUTIVE OFFICE

DEPT'S.  
No. 060

APRIL 1, 2008

## AUDITOR-CONTROLLER.

THE FOLLOWING APPROPRIATION ADJUSTMENT IS DEEMED NECESSARY BY THIS DEPARTMENT. WILL YOU PLEASE REPORT AS TO ACCOUNTING AND AVAILABLE BALANCES AND FORWARD TO THE CHIEF EXECUTIVE OFFICER FOR HIS RECOMMENDATION OR ACTION.

## ADJUSTMENT REQUESTED AND REASONS THEREFOR

FY 2007-08

4 - VOTES

SOURCES

SEE ATTACHED

SUMMARY TOTAL: \$8,684,000

USES

SEE ATTACHED

SUMMARY TOTAL: \$8,684,000

JUSTIFICATION

Reflects the transfer of \$8,684,000 from the Designation for Information Technology, <sup>Enhancement</sup> to various County Departments to implement various information technology projects to improve Countywide operations.

ADOPTED

CHIEF EXECUTIVE OFFICER'S REPORT

BOARD OF SUPERVISORS  
COUNTY OF LOS ANGELES

# 13

APR 01 2008

*Sachi A. Hamai*  
SACHI A. HAMAI  
EXECUTIVE OFFICER

REFERRED TO THE CHIEF  
EXECUTIVE OFFICER FOR -

ACTION

APPROVED AS REQUESTED *[Signature]* AS REVISED

RECOMMENDATION

March 19, 2008  
CHIEF EXECUTIVE OFFICERAUDITOR-CONTROLLER BY *[Signature]*APPROVED (AS REVISED):  
BOARD OF SUPERVISORS 20

NO. 174

3-19 2008

BY  
DEPUTY COUNTY CLERK

#13

APR 01 2008

SEND 6 COPIES TO THE AUDITOR-CONTROLLER

**Chief Executive Office***Gang Strategy Team*

<b>Position</b>	<b>Annual Salary</b>	<b>EB</b>	<b>Total S&amp;EB</b>
1 Principal Analyst, CEO	\$122,097	\$52,807	\$174,904
		\$0	\$0
		\$0	\$0
<b>Total</b>	<b>\$122,097</b>	<b>\$52,807</b>	<b>\$174,904 **</b>

\* Recommend Staff Asst, CAO instead of Admin Asst I

\*\*Costs developed by CEO Budget Section